

## ***Framework, as a Guideline, to Evaluate Proposed Conversions of Employment Lands to Other Uses***

Approved by the Mayor and City Council on April 6, 2004

### **Purpose**

The Framework should be used as a guideline to evaluate proposed conversions of employment lands to other uses. The intent of the Framework is to create more certainty and predictability in the review of employment land conversion proposals while retaining flexibility to respond to changing conditions, information, and policy considerations.

### **Framework Elements**

#### **1. Subareas to promote or facilitate conversion to housing, retail, mixed use, or other Household-Serving Industries.**

- *Agnews site in North San Jose 2 Subarea:* If this site becomes available, consider it for a mix of housing and retail uses.
- *Downtown Core Subarea:* Continue to facilitate a vibrant mix of housing, civic, retail, and employment uses.
- *Downtown Frame Subarea:* Continue to facilitate a mix of housing, civic, retail, and employment uses, however, the Julian-Stockton portion of this subarea should not include housing.
- *Midtown portion of Central San Jose 1 Subarea:* Consider additional opportunities for housing, retail, civic, and/or employment uses (beyond existing and planned land uses) to support the Downtown, transit investments, and West San Carlos Neighborhood Business District.
- *Story Road Subarea (Olinder Redevelopment Area):* Consider for conversion to retail uses, but not housing, given the existing, well-established retail uses.

## **2. Subareas to consider for conversion to housing, retail, mixed use, or other Household Serving Industries in certain circumstances.**

- As the employment areas intensify in North First Street and Edenvale 1, respectively, then opportunities for intensive development of supportive uses may be considered in the following subareas:
  - ☐ *North First Street*
  - ☐ *North San Jose 2*
  - ☐ *North San Jose 3*
  - ☐ *North San Jose 4*
  - ☐ *North San Jose 6*
  - ☐ *Edenvale 1*
- *North San Jose 5 subarea (east of I-880):* Consider housing in areas that are close to existing residential areas and areas that could be integrated into a neighborhood framework.
- *Northeast San Jose subarea (east of Coyote Creek):* Consider housing near the Berryessa BART station consistent with our Transit Oriented Development policies.
- *Portion of Central San Jose 1 Subarea (west of the railroad tracks and north of I-880):* Consider conversion to housing consistent with the existing neighborhood, the BART Station Node, and the City of Santa Clara's conversion to housing.
- *Evergreen Industrial Area:* Consider uses if recommended through the Evergreen Smart Growth Strategy process.
- *Coyote Valley:* Consider uses if recommended through the Coyote Valley Specific Plan process.

## **3. Subareas to preserve for Driving and Business Support Industries.**

- *North San Jose 1*
- *Airport*
- *Central San Jose 2*
- *Northeast San Jose (west of Coyote Creek)*
- *North San Jose 5 west of I-880 (i.e., North San Jose 4)*
- *Monterey Corridor 1*
- *Monterey Corridor 2*
- *Monterey Corridor 3*
- *Monterey Corridor 4*
- *Edenvale 2*
- Potential conversions should be considered for approval in subareas where conversions of industrial lands may:
  - Complete a transition to existing neighborhoods within or adjacent to the subarea, or
  - Buffer and provide uniformity to existing neighborhoods within or adjacent to the subarea, or
  - Further the City's smart growth policies, or
  - Aid in revitalizing declining neighborhoods within or adjacent to the subarea.

**4. Criteria for the evaluation of proposed conversions to housing, mixed use, retail, and/or other Household-Serving Industries.**

- Conversion to Residential or Mixed Residential/Commercial Use

- A. Economic contribution of the subarea:** What is the economic contribution of the subarea to the San Jose and Silicon Valley economy and job base? How would this economic contribution be enhanced or reduced by the proposed conversion?
- B. Consistency with City Policies and Strategies:** How does the proposed conversion and specific proposed use(s) and intensities advance the City's policies and strategies as contained in the General Plan, Specific Plans, and other strategic documents?
- C. Proximity to existing neighborhoods and areas in transition:** How would the new residential/mixed use knit with adjacent existing or planned residential and/or retail uses, and/or fill-in gaps in areas already partially converted or transitioning to residential use? Does the proposed conversion eliminate small islands or peninsulas of industrially designated/zoned land that would be suitable for conversion to residential to make them consistent with surrounding uses?
- D. Proximity to incompatible employment uses (e.g., manufacturing, recycling, etc.):** Where are the nearest incompatible industrial areas which might generate impacts due to hours of operation, deliveries, noise, odors, hazardous materials, etc.? How might the new residential use put pressure on the existing industrial uses to modify their operations?
- E. Potential inducement of additional conversions to residential use?** How might the proposed residential use induce or pressure adjacent or nearby properties to convert to residential use?
- F. Proximity to transit service:** Is the proposed housing site within 3000 feet of a planned BART Station or 2000 feet of an existing, funded or planned Light Rail Station?
- G. Proximity to compatible employment uses (e.g., office/R&D):** Where are the nearest existing or planned employment areas with compatible land use characteristics, thereby creating potential alternate commute (walk/bike to work) opportunities?
- H. Availability of neighborhood services, and residential and commercial mixed use drivers:** Where are the nearest existing and/or planned neighborhood serving retail, parks, libraries, schools, open space/trails, etc.? How would the proposed conversion potentially enhance city services (e.g., by creating or improving neighborhood parks)? How would the proposed residential conversion potentially strengthen neighborhood and general commercial uses in the area by adding resident population? Does the proposed conversion involve a mixed residential and commercial development on the site?

- I. Public Benefit:** Does the proposed conversion offer or facilitate a unique and significant public benefit (e.g., the delivery of or significant contribution toward public facilities, public improvements, infrastructure, or affordable housing beyond what would be required to serve the proposed development associated with the conversion)? Would the conversion result in improvements to a blighted area or contribute to the variety of housing types, including rental or ownership, in areas that have predominantly one or the other? Are there any other means to obtain this extraordinary public benefit without the conversion?
- J. Adequacy of Fire/Police service levels:** What are the anticipated service levels or other public safety performance measures to serve the proposed housing area?
- K. Utilization of bicycle and pedestrian facilities, and promote pedestrian access:** Where are the nearest existing and planned bicycle and pedestrian facilities? How does the proposed residential/mixed use development support nearby jobs and commercial lands by promoting pedestrian access and minimizing vehicle trips?
- L. Potential environmental impacts and mitigation measures, including adequacy of other public infrastructure:** What are the potential environmental impacts and are mitigation measures included in the proposal? What public improvements are necessary to serve the new housing area?
- M. Potential fiscal impact:** What is the potential fiscal impact on City revenue and service costs?
- Conversion to Commercial and Other Household-Serving Industries

  - A. Economic contribution of the subarea:** What is the economic contribution of the subarea to the San Jose and Silicon Valley economy and job base? How would this economic contribution be enhanced or reduced by the proposed conversion?
  - B. Consistency with City Policies and Strategies:** How does the proposed conversion and specific proposed use(s) and intensities advance the City's policies and strategies as contained in the General Plan, Specific Plans, and other strategic documents?
  - C. Fulfilling the City's retail needs:** How does the proposed commercial retail meet the City's need for community-serving and/or neighborhood-serving retail?
  - D. Adequacy of major street access:** What streets directly serve the proposed site?
  - E. Potential to influence/encourage conversion of adjoining properties:** How might the proposed commercial use induce or pressure adjacent or nearby properties to convert to commercial use? How might the proposed conversion create a transition, thereby protecting existing industrial lands from additional conversions?

- F. Potential negative impact to other planned commercial development areas (e.g., Downtown):** How would the proposed commercial development affect other planned commercial areas?
- G. Adequacy of transit, bicycle, pedestrian facilities:** Where are the nearest existing and planned transit, bicycle and pedestrian facilities? How does the proposed commercial use support transit or hinder its use? How does the introduction of proposed commercial uses promote pedestrian activity and minimize vehicle trips?
- I. Incorporation of mixed use development:** How does the proposed development incorporate a mix of compatible uses?
- J. Potential environmental impacts and mitigation measures:** What are the potential environmental impacts and are mitigation measures included in the proposal?
- K. Net fiscal impact on the City of using this parcel for retail instead of the current use:** What is the potential fiscal impact on City revenue and service costs?

### **Framework Application**

- Evaluation of the fiscal impact of the conversion on City revenues and service costs must be the highest priority.
- All conversion proposals would be evaluated against the criteria.
- The criteria are not in rank order. They are not scored to a point system and the weight of the individual criterion may vary by site based on individual circumstances and changing background information.
- Conversions that present opportunities for development of significant new sources of revenue may be considered in any subarea in which the development would be compatible with existing or planned uses in the subarea.
- The criteria would identify the key issues for the analysis of conversion proposals; however, there may be other criteria or factors to consider in the evaluation of individual proposals.
- The “Towards the Future” report would be one source of background information for answering the questions posed by the criteria.
- Other background information may include, but is not limited to, reports on the Silicon Valley economy, office vacancy trends, etc.
- In areas of the City that are not included in a “subarea” identified in the Strategic Economics’ report and have a long term regional planning effort that includes industrial areas, Council approved triggers and requirements are still applicable. When the planning efforts’ vision and land use plans are adopted and it shifts into the implementation phase, General Plan

**Approved Framework**

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conversions must balance the overall goal of that planning area with creative smart growth opportunities.

- Staff shall provide a report and evaluation on the progress, outcome and impact of the Framework for Evaluating Proposed Conversions of Employment Lands. The report should come to the City Council during the General Plan Amendment Hearings in summer, 2005. The evaluation should include a recommendation on how often to review and update the subareas.